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DIRECTOR OF CENTRAL INTELLIGENCE
Human Resources Committee

Office of the Chairman

HRC-C-78-037

MEMORANDUM FOR: Deputy to the DCI for
Collection Tasking

FROM: Chairman, Human Resources
Committee

SUBJECT: Creation of the OSCOL Working Group

1. This memorandum is a follow-on to my note on 11 April concerning progress in formation of an OSCOL working group, of which you approved on 17 March 1978. You are asked to concur on the line of action proposed below.

25X1A 2. Since 11 April [] has completed discussions with key individuals concerned with collection, processing distribution or use of open source information; selected a working group of six people including himself; dropped the four task force approach in favor of a group approach to a fewer number of OSCOL issues and opportunities; and opened lines of coordination with OPBD, IHD, OPEI and DCE/CT regarding this activity.

3. Attached for your consideration is a paper which, when issued, will establish and launch the working group. If you agree that we are on the right track, I plan to distribute the paper to HRC members for telephonic comment and advice, then formalize it for working group action.

4. Each of the proposed working group members has agreed to participate, as have a number of specialists in the various



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OSCOL functions. A remaining task is to obtain approval for use of [redacted] an independent contractor, as a consultant for this activity. [redacted] is working on this: funds are available in OPEI.



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Attachment
As stated

CONCUR:

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Deputy to the DCI for Collection Tasking

19 May 78
Date

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OSCOL

Terms of Reference and Action Outline
for the Open Source Collection Working Group

Authority

1. As recommended by the Human Resources Committee, the D/DCI/CT has approved formation of an ad-hoc working group to examine a number of questions and issues relating to open source collection. In the process, the working group is to focus on literature intelligence in particular, and expand on the work recently done in that field by an independent contractor [REDACTED] HRC Secretariat has been designated to coordinate the activities of the working group, under the supervision of Chairman, Human Resources Committee.

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Scope

2. A list of HUMINT activities which are included in "Open source collection" for the purposes of this working group, and other activities not so included, is attached hereto as Suggested Parameters of Open Source Collection.

Objective

3. The working group will function to improve inter-action between those who collect and process open source information, and the users of the product, relative to on-going collection, production and analytical objectives. Most of the problems, issues and opportunities in open source collection have been around for a while, and require less definition than assistance toward positive action. Some improvements may be feasible through interaction of working group members themselves. Where a more formal community effort appears called for, the working group will staff the matter for consideration by the Human Resources Committee, or appropriate other elements.

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Methodology

4. The Open source collection arena is large, and the opportunities for improvement are very diverse. It would be easy for the working group to become mired in detail very quickly. To prevent that, it is planned that the working group will remain small and highly flexible. The working group as a body will address each of the several OSCOL topics, with individual members contributing in each case to the extent that they consider practical. The coordinator may suggest that a particular working group member orchestrate the action on a given topic, subject to group approval. In some cases the working group may opt to assemble a task force (from departmental expertise) to tackle a selected topic, or part thereof. In another case the working group may opt to hire an outside contractor to develop specific data. The role of working group members in such cases will be to ensure that a task force or an outside contractor is provided the access and information needed for the task at hand, and then to deliberate the results of those efforts.

5. All recommendations for HRC or higher consideration will be formulated by the working group itself including options, pro and con argumentation and individual dissents, as the case may be. The coordinator will provide staff support to the latter activity and ensure proper vertical reporting by the working group. In due course the Chairman, HRC will propose an appropriate mechanism or structure within the Human Resources Committee to ensure that open source collection activities receive a full measure of representation and attention in the committee.

Representation

6. Persons especially qualified to deal with OSCOL collection, processing or use questions, and to collectively devise trade-off possibilities or recommendations for higher consideration, were selected for the ad-hoc working group. They are as follows:

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- o (CTS and HRC Secretariat) - Coordination of, and staff support to, working group activities; preparation of working group reporting to Chairman, HRC

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- o Dr. William Dodge - Director, Federal Research Division, Library of Congress

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- o [] Chief, Requirements and Evaluation Staff, NFAC

- o []

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- o [] - AF/FTD; Director of DoD CIRC System, WPAFB

Topics for Working Group Attention

7. Who is acquiring, indexing, storing, collating, comparing translating, analyzing what for whom? [] study and other available material provide a fair panorama of the open source collection/use world. More detail and a sharper relief of the overall process will be needed, however, when the working group gets into questions of functional redundancy or explores alternate organizational or administrative options for HRC consideration. It should be feasible to display for critical examination the existing organizational entities and procedures involved in the process between acquisition and use of open source information, and identify for consideration other potential sources as yet untapped. Assembling, collating and displaying this material will be a considerable task. The working group's role in this essential first step will be to ensure that a task force or an outside contractor is provided the access and information needed to do this job expeditiously.

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8. How much open source collection/reporting is enough? In the all-source reporting mix, how much of the kind of information derived from open source collection is required for effective and efficient production of national intelligence products? Where are we now in terms of optimum practical use of time sensitive open source reporting and non-time sensitive OSCOL products in the production of national intelligence? Primarily involved here are the production offices of CIA, DIA and State INR.

9 Collection problems and issues.

a. For the past several months a Scientific and Technical Intelligence Committee (STIC) working group has been studying ways to improve open source collection/reporting support to the S&T customer audience. Reportedly STIC soon will approach the HRC with some specific recommendations leading to improvement of that situation. When that happens this OSCOL working group may be asked to examine the STIC recommendations and effect improvements where feasible.

b. Depending on what results from the lines of inquiry in Paragraphs 7 and 8 above, the working group may wish to develop, for higher consideration, specific recommendations regarding staffing, funding or tasking for open source collection.

10. Functional short-falls, redundancies and opportunities for improvement. From an Intelligence Community vantage point the most opportunities for improving OSCOL effectiveness through better inter-agency coordination, and for realizing resource efficiencies through joint or central planning, may lie in the areas of processing (indexing, storage, collation, comparison, translation, abstracting, extracting, preanalysis, synthesis, cataloging, publishing) and distribution of open source intelligence information. This involves functional interaction between several entities, principally the FBIS, the Library of Congress' Federal Research Division, and the DoD's Central Information Reference and Control (CIRC) System administered by the Air Force's Foreign Technology Division.

In this area the working group will develop and explore ideas to improve resource efficiency and functional effectiveness in overall Community OSCOL activities, including the ideas of (a) internetting the activities of the LC/FRD and the FBIS, and (b) internetting the OSCOL-support activities of various libraries (CIA, LC/FRD, State, Commerce, Treasury, Army FSTC Library, Navy Intelligence Support Center Library, AF/FTD Foreign Science Library, National Library of Medicine, National Science Foundation Library, and others) and other institutions presently performing OSCOL processing tasks.

The working group will avoid debating the relative merits of human translation, machine-aided human translation, and machine translation, while exploring for resource and functional efficiencies through better coordination, collective planning, or trade-offs in "service of common concern" responsibilities relative to translation tasks.

11. Exploitation problems and opportunities. Opinions vary as to whether open source reporting, in particular foreign literature, is being exploited to its full potential. The working group will examine the exploitation situation and recommend such changes as may appear appropriate. A key question in this area is whether open source information is getting to production analysts in an organized way and on a timely basis so that optimum exploitation is feasible. Another key question is whether a Community approach to screening, selection, "gisting", storage, would measurably improve exploitation of the OSCOL product.

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The DCI has evinced an interest in putting into the public domain material which is not classified but which will contribute to public understanding of key policy issues. It has been suggested that this objective could be served in some instances by stepping up release to the public of selected items of literature intelligence which was produced to support the production of all-source intelligence. The working group will examine the pros and cons of this suggestion and others aimed at getting more productive mileage out of our national open source reporting product.

12. As an NFIP planning option, is open-source collection receiving an appropriate allocation of personnel positions and funds? There appears to be a consensus among open source collectors that OSCOL is one of the most cost effective (resource outlay compared to worth of intelligence contribution) NFIP collection options, and may not now be receiving sufficient high level NFIP management support. The basic data that appropriate DCI staff elements would need to make that judgment presently does not exist in any one place. Nowhere in the Community is there a full comprehension of the man-years involved in OSCOL activities, or how overall OSCOL manpower is distributed among its various functions. Also, no means exist to tally overall NFIP open source collection costs, as the costs are not specifically identified in departmental accounting systems. A task force could be formed to develop the OSCOL resource overview, and the working group itself could develop and recommend changes in existing departmental procedures that would enable NFIP manpower and funds devoted to open source collection to be tallied. This central OSCOL resource data base, together with such information and improvements as may ensue from the other topics above, should provide a sufficient basis for weighing the cost effectiveness of OSCOL as a program choice.

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Suggested Parameters of Open Source Collection

A. Included in OSCOL

1. FBIS activities.
2. Foreign maps and publications acquisition activities of the "foreign affairs community."
3. Additional foreign printed material that is supportive of national intelligence requirements and which is openly acquired by U.S. Missions in foreign countries, principally by commercial, science, treasury, and labor attaches, and Public Affairs Officers. This does not include Mission political and military reporting, the product of clandestine collection, or commentary originated by members of the Mission.
4. Unclassified printed reports or other material supportive of national intelligence requirements, available from US contractors (example: RAND Corp.) and the US business sector.
5. The part of unclassified foreign information holdings of non-intelligence departments, agencies and organizations, that is supportive of national intelligence requirements.
6. The activities of the Library of Congress' Federal Research Division.
7. The DIA's S&T Intelligence Information Support Program (STIISP); the Central Information Reference and Control (CIRC) system administered by AF/FTD.
8. Commercial reference retrieval services (cite: Bell & Howell's TRANSDex; Lockheed Corporation's DIALOG) to the extent that they are conducted for, or available to, the Intelligence Community in connection with OSCOL activities.
9. The Internet of Intelligence Community and other Libraries to support OSCOL activities.

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10. Other Intelligence Community activities relating to the collection, processing (incl. translation), analysis, distribution or use of open source material.

B. Not Included in OSCOL

1. The IC program of exchange of finished intelligence with foreign intelligence/security services.



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3. The foreign information product of the Interagency Defector Committee, the Committee on Exchanges, or other DCI committees exclusive of the HRC.
4. Diplomatic traffic from U.S. Missions except as noted in A, 3 above.
5. Defense Attache reporting except as may be supportive of specified OSCOL activities.
6. Acquisition of information or material by clandestine means.
7. Counterintelligence.
8. Any other form of collection/reporting not specified to be OSCOL.

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ROUTING AND RECORD SHEET

SUBJECT: (Optional)
Creation of the OSCOL Working Group

FROM:

Chairman, Human Resources Committee

EXTENSION
1228

NO.
HRC-C-78-037

DATE

TO: (Officer designation, room number, and building)

DATE

RECEIVED

FORWARDED

OFFICER'S INITIALS

COMMENTS (Number each comment to show from whom to whom. Draw a line across column after each comment.)

1.	Deputy to the DCI for Collection Tasking			
2.	AD/DCI/CT	17/5/78		
3.	EXEC	5/18	5/19	
4.	D/HUMINT	22 MAY 1978		
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